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SUMMER EDUCATION FOR CHILDREN OF POVERTY.
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NATIONAL ADVISORY COUNC.ON THE EDUC.OF DISADV.CHIL
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TO OBSERVE 1966 TITLE I VOLUNTARY SUMMER SCHOOL PROJECTS, 27 CONSULTANTS TO THE NATIONAL ADVISORY COUNCIL ON THE EDUCATION OF DISADVANTAGED CHILDREN VISITED 86 SCHOOL DISTRICTS IN 43 STATES IN ORDER TO (1) GATHER FACTUAL DATA, (2) WRITE DETAILED PERSONAL IMPRESSIONS, (3) OFFER EVALUATIONS, AND (4) SUGGEST IMPROVEMENTS IN THE IMPLEMENTATION OF TITLE I. FROM THE REPORTS IT WAS FOUND THAT (1) TITLE I HAS GIVEN SCHOOLS THE MEANS TO EMPLOY NEW PERSONNEL, TO PURCHASE BOOKS AND TEACHING MATERIALS, AND TO PROVIDE FOOD, CLOTHING AND MEDICAL CARE FOR NEEDY STUDENTS, (2) STUDENT-TEACHER RELATIONSHIP WAS THE MOST-CITED FACTOR IN DISTINGUISHING GOOD CLASSROOMS FROM POOR ONES, (3) MOST PROJECTS WERE POORLY-PLANNED, PIECEMEAL EFFORTS AT REMEDIATION, (4) EDUCATIONAL EQUIPMENT IS OFTEN PURCHASED WITHOUT EXAMINING THE THE EDUCATIONAL PRACTICES THAT UNDERLIE ITS USE, (5) MOST SCHOOLS DID NOT IDENTIFY AND ATTRACT THE MOST SERIOUSLY DISADVANTAGED CHILDREN, AND (6) TITLE I EDUCATORS AND COMMUNITY ACTION PROGRAM PERSONNEL SELDOM COOPERATE TO A WORTHWHILE DEGREE. IT IS CONCLUDED THAT (1) TITLE I IS CAUSING TEACHERS AND ADMINISTRATORS TO FOCUS THEIR THINKING ON WAYS TO OVERCOME EDUCATIONAL DEPRIVATION, (2) PROGRAMS SHOULD NOT BE FORMULATED WITHOUT CONSULTING THE TEACHERS WHO MUST IMPLEMENT THEM, (3) MONEY THOUGHTFULLY SPENT ON SUMMER SCHOOLS MAY BE AMONG THE MOST PRODUCTIVE SPENT BY TITLE I, AND (4) SUBSTANTIAL TITLE I FUNDS SHOULD BE RESERVED FOR SUMMER PROGRAMS. (AW)

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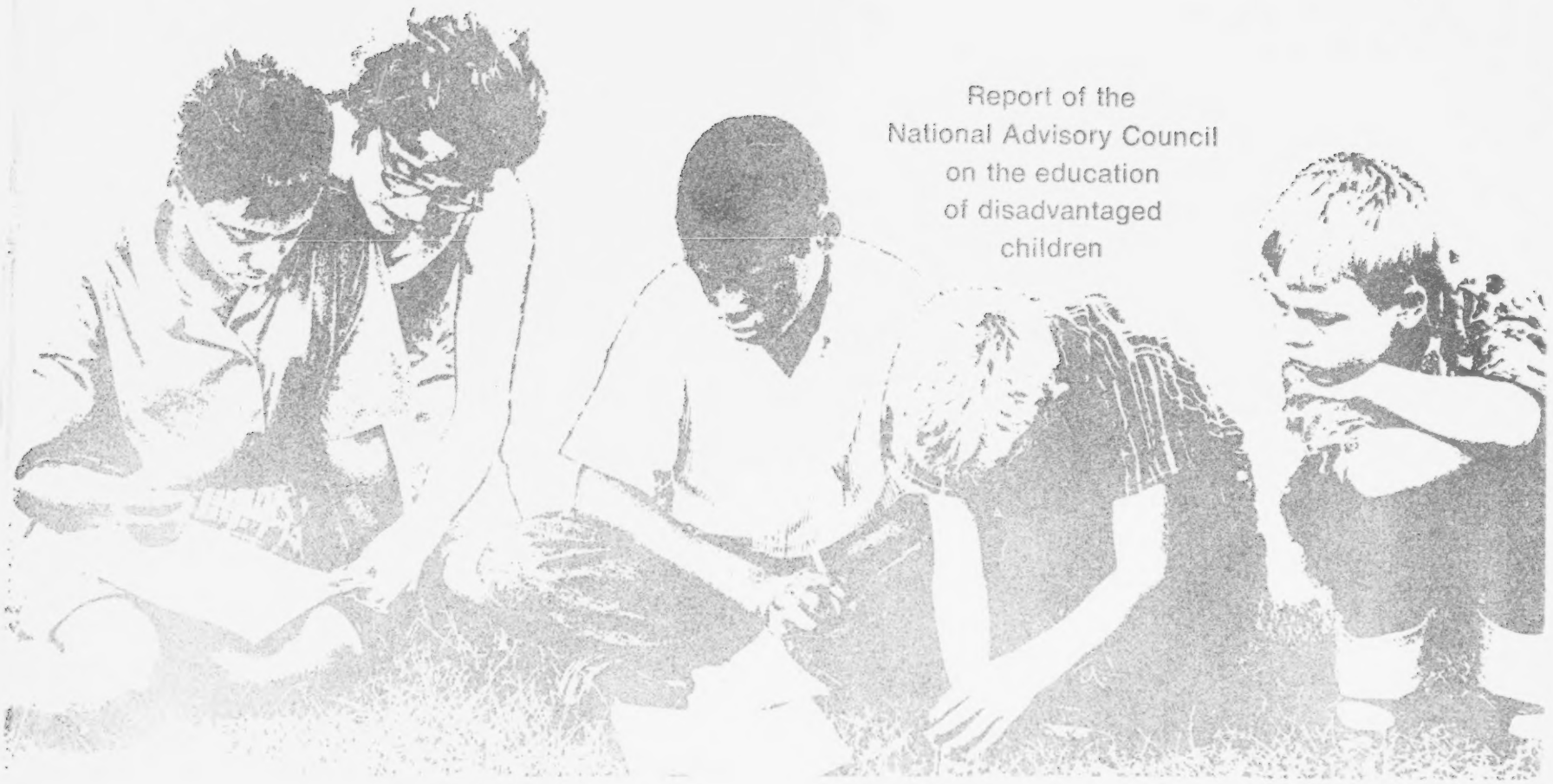
Report of the National Advisory Council on the education of disadvantaged children



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SUMMER EDUCATION FOR CHILDREN OF POVERTY

Report of the National Advisory Council
on the Education of Disadvantaged Children

(U.S. Department of Health, Education, and Welfare)
John Gardner, Secretary

Office of Education
Harold Howe II, Commissioner

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Federally Assisted Summer School Programs

Announcement of Report to the President by the National Advisory Council on the Education of Disadvantaged Children. November 30, 1966

President Johnson made public today a report on special Federally-assisted summer school programs, submitted by the National Advisory Council on the Education of Disadvantaged Children. The Council is established under title I of the Elementary and Secondary Education Act. Its Chairman is Dr. O. Meredith Wilson, president of the University of Minnesota.

The report, compiled from observations made by special consultants who visited 86 school districts in 43 States, concludes that title I of the Elementary and Secondary Education Act is "causing teachers and administrators to focus new thinking on ways to overcome educational deprivation."

"Dollars thoughtfully expended on summer schools may be among the most productive dollars spent by title I," the report concluded. "Future summer programs, besides being important in themselves, can have special beneficial effects on the year-round success of title I programs which can be attained in no other way."

The Council recommended that "an early decision be made by appropriate officials to reserve a substantial percentage of title I funds for summer programs."

Programs under the law provide a wide range of services to disadvantaged children, including health care and nutrition projects, new book and library services, and the hiring of special educational personnel.

Benefits of title I projects, however, have too often been diminished by inadequate planning, insufficient training of teachers on the local level, and over-reliance on instructional "hardware," the Council observed.

In releasing the document, the President wrote to Dr. Wilson, "This report is a challenge to local officials and educators to plan more wisely, to work harder to reach the seriously disadvantaged, and to train the best teachers for work with the children of the poor. I hope this document will be used as a blueprint for higher achievement."

Note: Announced at Austin, Tex., December 5, 1966

NATIONAL ADVISORY COUNCIL ON THE EDUCATION OF DISADVANTAGED CHILDREN

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November 25, 1966

My dear President Johnson:

I believe you will find this second report of the National Advisory Council on the Education of Disadvantaged Children of more than ordinary value. It results from the combined work of seven teams of expert consultants who spent much of the summer visiting projects funded by Title I of the Elementary and Secondary Education Act of 1965.

Instead of compiling statistics of tests and academic achievement, these able observers sat for many hours in classrooms. They talked with teachers, school administrators, and children. They captured vivid and detailed impressions of the mood and feel of what is taking place in the schools as a result of the new Federal expenditures.

We believe this is a lively, informative report of the real process of change as it is ultimately affecting the lives of children. We hope you will find, as we have, that it depicts the achievements and the coming challenges in educating the disadvantaged in a most useful way.

Respectfully yours,

O Meredith Wilson

O. Meredith Wilson

The President
The White House
Washington, D. C.

Enclosure

REPORT OF THE NATIONAL ADVISORY COUNCIL ON THE EDUCATION OF DISADVANTAGED CHILDREN

Summer Education for Children of Poverty

	Page
SUMMARY AND CONCLUSIONS	1
INTRODUCTION	7
Summer vs. "Winter" School	12
The Teacher-Child Relationship	15
THE ATTITUDES OF TEACHERS	16
INSERVICE TRAINING OF TEACHERS	25
EQUIPMENT AND MATERIALS	29
HEALTH AND WELFARE	35
PRESCHOOL PROGRAMS	38
INVOLVEMENT OF PARENTS AND COMMUNITY	40
NONPUBLIC SCHOOL PARTICIPATION	44
REACHING THE NEEDIEST	46
Appendix A - Data Collection	51
Appendix B - Consultant-Observers	53

SUMMARY AND CONCLUSIONS

During the past summer, about 2,500,000 disadvantaged children were enrolled in voluntary summer school projects. These projects cost about $250,000,000, or 24 percent of the entire year's appropriation for Title I of the Elementary and Secondary Education Act. These projects were of prime importance by virtue of their number and size alone. But they were also of special significance because the unusual atmosphere of summer schools provided special opportunities for learning--not only by the children, but also by the educators concerned with devising new approaches to successful schooling for the disadvantaged.

For that reason, the National Advisory Council on the Education of Disadvantaged Children embarked on a special effort to observe these summer projects in operation. The Council employed 27 consultants to visit a sampling of 86 school districts in 43 States, including almost all the Nation's major cities. They devoted 320 man-days to their school visits. Although the Council's sample included only 3 percent of the 2,987 counties eligible for Title I funds, these 101 counties accounted for almost one-third of the $1.05 billion appropriated for Title I in fiscal year 1966.

241-363 O-66—2

While the Council's consultants gathered some limited statistical data, they were instructed to place primary emphasis on personal observation in classrooms, which they reported in vivid, informative detail. (Names and professional identifications of the consultant-observers are listed in Appendix B.)

After analyzing these reports, the Council has formed the following main conclusions:

1. The single most widespread achievement of the Title I program is that it is causing teachers and administrators to focus new thinking on ways to overcome educational deprivation. In addition to this most significant accomplishment, Title I has produced important tangible change by enabling purchase of books and teaching materials where they had been sadly lacking; by enabling employment of new personnel, sometimes in specialized categories, where they were sorely needed; and by providing especially needy children with such basic prerequisites to learning as food, clothing, and medical care. In general, with some disappointing exceptions, administrators reacted positively towards these new opportunities, and they have been diligent in directing Title I funds to school areas where low-income families are concentrated. For the most part, however,

projects are piecemeal fragmented efforts at remediation or vaguely directed "enrichment." It is extremely rare to find strategically planned, comprehensive programs for change based on four essential needs: adapting academic content to the special problems of disadvantaged children, improved inservice training of teachers, attention to nutrition and other health needs, and involvement of parents and community agencies in planning and assistance to school programs. Also, the Council is anxious that the new focus on the disadvantaged not be diluted by the use of Title I funds, directly or indirectly, as general aid to schools.

2. In distinguishing those classrooms that favorably impressed consultants from those that appeared poor, the explanatory factor most frequently observed was the difference in the quality of relationship--the rapport--between teacher and child. This observation brings urgent emphasis to the need for widespread effort in imaginative inservice reorientation of teachers. With only a few exceptions, efforts to use the summer for effective teacher education were deplorably absent.

3. Observers found many cases where summer programs were

planned at top local echelons, sometimes hastily, with little effort to insure that classroom teachers--the executors of programs--understood the objectives. The Council continues to be disturbed by the frequent lack of involvement of teachers in the formulation of programs they are expected to carry out.

4. One of the most disappointing findings was the failure of most schools to identify and attract the most seriously disadvantaged children. One route to improved recruitment lies in more active cooperation with neighborhood workers of Community Action Programs.

5. On the whole, local cooperation between Title I educators and Community Action Programs seldom goes beyond the formal requirement that local CAP central administrators affix a signature to Title I school plans. The Council urges greater mutual involvement of school officials on the one hand and parents and neighborhood antipoverty groups on the other, in the planning and implementation of a concerted attack designed to change the total environment of the disadvantaged child.

6. Frequently, heavy purchases of educational equipment are

made without examining the educational practices that underlie their use. The Council regards materials as important possible support for improved educational programs, but not as programs in themselves.

In summary, the Council believes that future summer programs, besides being important in themselves, can have special beneficial effects on the year-round success of Title I programs which can be attained in no other way. They provide an atmosphere of experimentation and innovation by freeing teachers from the rigid "winter school" requirements of fixed schedules and prescribed texts. By reducing pupil-teacher ratios, summer programs invite the development of closer, warmer classroom relationships. Finally, and of prime importance, they enable intensive programs of teacher training. These important advantages lead the Council to believe that dollars thoughtfully expended on summer schools may be among the most productive dollars spent by Title I. Their full potential will be realized when successful practices discovered in summer are transplanted to "regular" school as year-round practices.

The Council is deeply concerned for the future of summer programs. Many of the summer projects visited by its observers came into existence only because Title I money was appropriated by Congress

too late for full use in the regular school year. Since these districts now have earlier assurance of funds for the new school year, many are planning to dispense with summer programs. This, the Council is convinced, would be a great loss, both to pupils and educators. So strong is this feeling that the Council recommends an early decision by appropriate officials to reserve a substantial percentage of Title I funds for summer programs.

Finally, the Council observes that many State education departments have been unable to attract effective administrators of the type needed to give leadership in educational planning. This is due, in large part, to low salary scales and rigidities in some State personnel regulations. The Council wishes to reiterate from the closing sentences of its report of last spring that a high quality of planning and leadership on State and local levels is essential to the successful use of Title I. Even though provision of supplementary funds for education has now become a Federal activity, education itself remains the responsibility of State and local educators and administrators, and the boards to whom they are accountable. Their interest, insight, and skill alone determine how well the problems of local children are diagnosed, and the quality of the solutions devised.

INTRODUCTION

Early in the summer of 1966, the National Advisory Council on the Education of Disadvantaged Children realized that a substantial portion of the first year's Title I appropriation would be spent on special summer projects during July and August. The Council determined not to let those precious weeks go by without learning in as much detail as possible how the money was being spent, who was being reached, and what change--or, at least, what promise of change--was taking place in the lives of disadvantaged children and their beleaguered teachers. Most important of all, the Council wanted to know how the experiences of this first summer could best inform the mammoth national effort towards change in the winters and summers to come.

The Council arranged for seven teams of consultant-observers to rove among a large sampling of Title I summer projects in every corner of the country. These teams were to gather factual data, write detailed personal impressions, offer evaluations and suggest improvements in the implementation of Title I. Each of their reports included examples of early discouragement, even failure; but no report was without instances of inspiration and promise of success. Within

each region, the differences in readiness for change appeared as great as the differences between regions. Most large-city programs, North and West as well as South, appeared to be an uneven mix of diverse projects; some appeared excellent, others mediocre. From every region, however, came examples of effective practices that deserve nationwide dissemination. If the Council is to make a concise, overall summation of what is to be learned from the summer's observation, it would be this:

While some projects represent great ingenuity and sophistication in an attempt at self-change, and while almost all projects represent deep sincerity of purpose, <u>the aggregate of local efforts do not yet reflect a widely accepted strategy for creating a new, more effective educational climate for disadvantaged children.</u>

Theory is not lacking. Time and again, at professional meetings and in print, eminent education authorities have enunciated a detailed methodology for "starting where the child is," for liberating children to learn by individualizing instruction, substituting discovery for lecture, emphasizing concrete experience in advance of abstraction, recognizing that disadvantaged children tend to be "physical learners." These authorities have gone further by stressing a need to look beyond conventional

school practices for widening the child's total learning environment--involvement of parents as motivators. exposing children to community resources, bringing the world of school into realistic harmony with the world of work, and providing simple guarantees that a child is reasonably well fed and clothed and medically sound of body as a prerequisite to learning. To a child whose whole world is darkened by the mood of hope-bereft adults (parents and teachers alike), by ignorance of patterns of life outside an urban or rural slum, and the physical stresses of hunger, poor teeth, and faulty vision, it is hardly a welcome favor to pile an extra hour of remedial drill upon an unsuccessful school day. To this child, new opportunity must be offered in large, variegated, carefully tied packages, designed to change a life outlook, not merely a report card.

Yet by and large, we are still at the stage of offering remedial fragments --often uninteresting ones, at that. Where comprehensive, thoughtful packages are offered--usually in larger cities--they are limited in distribution to a demonstration "subsystem" here or to a single school supervised by an imaginative principal there. <u>For the most part, we have not yet learned to group projects into total programs and to spread such programs throughout whole school areas where disadvantaged children</u>

241-363 O-66—3

are concentrated. The Council regards the further development, wide dissemination, and practical application of a philosophy of compensatory education as a most urgent problem to be faced during the coming phase of the history of Title I.

One hopeful theme, however, ran throughout the reports from every region of the country. It was best voiced by a consultant who had observed projects in the Northeast:

> The major accomplishment of Title I, as I saw it this summer, is that it is compelling the public schools to begin to think about becoming public. What Title I has done is to get teachers, administrators, the whole community buzzing and stirring. People are thinking. What used to be intuitive or piecemeal thinking is now becoming focused thinking about the dilemmas of their school systems.

That in itself is a most hopeful accomplishment. Such "buzzing and stirring" three, four, five years ago was all that could be claimed for certain early, isolated demonstration projects financed by foundation and Federal research funds. The subsequent success of these projects which had begun so meagerly are what gave the President and the Congress the confidence to spread compensatory education to school

systems everywhere through the enactment of Title I. The new "buzzing and stirring," the newly focused thinking is a beginning, a necessary one and a good one.

To put into sound perspective an evaluation of the first summer of Title I, it is important to review a few facts of recent history. Only five years have gone by since educators first began to recognize and define the special problems of educational disadvantage--and, at first, very few educators, at that. Less than three years have gone by since these first definitions of educational disadvantage began to win a reasonably wide recognition, leading to a political climate favoring a Federal commitment to large-scale compensatory education. Less than one year has gone by since that Federal commitment, through Title I, has become a reality.

If appropriation of money alone could bring about the needed change, it would now be safe to sit back with reasonable satisfaction that we are on our way. But provision of funds is only one step in an enormously complex task. Human beings must be changed. Millions of children must be taught faith in their own competence in the face of depressing, negative experiences--in school as well as out--that have taught them expectations of failure. Hundreds of thousands of teachers must be

persuaded to revise fundamental notions of what the act of learning is, what the relationship of pupil and teacher should be. Such change is not accomplished overnight, or in a summer, or a year--perhaps not in a decade. Successful innovation in one classroom may meet a wall of resistance even before spreading to the classroom next door, let alone to a school at the other end of town, or to a school system at the other end of the State.

A most heartening fact, however, is that, even though change spreads slowly, the readiness for change in education has spread with what must be regarded as lightning speed. The sudden availability of a billion dollars (which seems a massive amount, but is in fact only one-fortieth of the total local expenditure for public schools) has speeded this new readiness to think about the schools' most painful problem, and indeed promises to speed American education to remake itself.

That is the context in which this report examines the work of a single summer.

Summer vs. "Winter" School

Almost everywhere this summer--in the most imaginative and child-liberating projects as well as the most pedestrian efforts of hot-weather "remedial" drill--children seemed to like summer school better than

"regular" school. The reasons are not hard to identify. Teachers were chosen more selectively; learning groups were smaller, often as few as ten children; there was de-emphasis of grades that label a student a failure; teachers were able to depart from prescribed texts and try new materials that encouraged student participation and progress at the student's own pace. Perhaps it was simply the more relaxed atmosphere that melted barriers between teachers and pupils. More likely, it was a conglomerate of these. But it is important that something be learned from this remarkable heightening of student interest. Is there something about summer that lends itself to learning? Or is there something about what happens in a relaxed summer school which, if transplanted to the cold winter of "regular" school might change the face of American education--loosening the rigidities of old-style lesson plans, required texts, lockstep discipline, seemingly endless talking at children? These rigidities are rapidly being banished from our "best" suburban schools, to the benefit of their students who were previously more academically motivated. Yet during the regular school year in the inner city and down the country backroad where innovation is most sorely needed, these outworn practices still cling.

The reports of the consultant-observers, detailed in the ensuing pages, indicate that Title I funds for summer programs too often are not

reaching the needs of the most severely disadvantaged, and that this is because of the frequent absence of aggressive pupil-recruitment efforts. Too often, funds are spent for equipment and materials--"the symbols of learning"--before there is sufficient rethinking or teacher retraining that deals with the process of learning itself. Another general shortcoming is that educators are too often not ready to welcome the participation of parents and community in a total effort to lift the sights of disadvantaged children.

Universally, the consultants reported that school systems were severely hampered because Title I funds were appropriated by the Congress too late to allow for maximum use in planning the regular school year. One consultant observed: "This may have been the best financed summer program we will ever see because of the untimeliness of the original allocation of funds. In some placed I visited, they indicated that next year there may not be a summer program because they will spend all their money during the regular school year. There won't be anything left over for the 'extras'." The consultant added, "I think that would be a mistake."

The Council emphatically agrees. Judging by the index of student interest alone, it may be that an expenditure for summer school produces the greatest return per dollar spent. If summer schools are shunted aside

as merely a dispensable "extra," the long-range loss may transcend the immediate effect on students. Educators themselves may be sacrificing one of their best laboratories for trying new approaches to the teacher-child relationship.

The Teacher-Child Relationship

Above all the factors in improving education that were named in the reports, one was identified by observer after observer as a necessary ingredient in substantial change--and the greatest hurdle standing in the way of change. This is the quality of the relationship between the teacher and the child. In speaking of this ingredient, the observers were not alluding merely to the techniques of teaching, although that factor , too, got its share of attention. The differences between success and failure in projects they visited, the observers said again and again, pivoted on the subtle aspects of mutual understanding, commonness of purpose, and warm human contact between teacher and pupil, which they described by the word "rapport." Whatever billions are to be spent in the coming years of effort under Title I, clearly it is in this obscurely outlined territory that great change must take place if the national commitment expressed by Title I is to attain its goal.

"This," said Dr. John Fischer, in summarizing a meeting of the Council's

consultant-observers, "is the cutting edge of the whole business. It is like a great machine tool. You have a tremendous structure providing the position, providing the power. But ultimately it comes down to an infinitesimally thin edge of metal that cuts into another piece of metal. If that contact isn't right, you may just as well forget the machinery."

For that reason the detailed sections of this report must begin at the cutting edge, with observations and impressions of failure and success in the human relationship between teacher and child.

THE ATTITUDES OF TEACHERS

A typical picture of a summer Title I program, descriptive of many seen by all the observers in all sections of the country, is contained in a report of one school in a small New England town. Some of it appears deplorable, yet some of it is worthy of emulation:

> In essence this was a traditional remedial instruction program.... Two groups of children came for an hour-and-a-half of instruction. They arrived at 8:30 a.m. At 12 noon the bus returned them home. Each group thus has about two hours of waiting, either after the first remedial class ends or before the second one begins. Chiefly for the reason of filling the waiting time, a "cultural enrichment" component was added to the program.

First Grade. Chairs were set up in linear fashion, an unnecessarily formal structure for a small class of only 14 children. The teacher, reviewing addition and subtraction, used only a blackboard, no manipulative materials. She would write 3 + 2 = 5 on the board, then turn and say, "John, tell us what I wrote on the board." Woodenly, the child would supply the correct answer. If he used the word "is" instead of "equals," he was immediately corrected. This was a young teacher. I had the feeling her personal makeup was not as distant and formal as she displayed herself in class. In conversation with her afterwards, I found her to be a warm and responsive person.

Third Grade. Here, too, the chairs were in rigid rows. The young male teacher, also conducting an arithmetic lesson, was extremely tense and distant from the children. He behaved like the stereotype of an English schoolmaster. He crisply quipped out the names of children to respond to his questions. When the oral part of the lesson was finished, he passed out paper and commanded, "Number your page from 1 to 20. Now write down the numbers I tell you. Now add these numbers." Next, he called on every child in the class for answers, then surveyed the results. "How many had none wrong?" Three children raised their hands. "How many had one wrong?" Five raised hands. "How many had two wrong?" Eight sheepishly responded. "How many had more than two wrong?" Two listlessly put hands up. One child had not responded at all, but just fixed his eyes on his paper as though not hearing or seeing.

In conversation with this young teacher, I found him soft-voiced, eager to learn, earnest about his work, warm and bright. Yet, not once did either of these two teachers establish a dialogue with their children. They posed questions, expecting children to perform according to specification. One wonders about the college training of these otherwise warm, bright young people and at how completely they have been submerged in the going formal culture of teaching in the United States.

Fourth Grade. This math lesson was different. The male teacher related to children with warmth and humor. A smile played on his face all the time I was in the room. He did not

241-363 O-66—4

call on children at all. He threw out questions and children waved their hands furiously to be called upon.

Sixth Grade. The lesson was on the sound "jay"--when made by the letter "j" and when by the letter "g." Questions and comments flew back and forth. Children felt confident enough in this class to question--even challenge--their teacher. The teacher seemed to welcome such discussion and the children appeared involved.

In both fourth and sixth grade classes, children's desks were grouped informally around their teacher.

If that is an "average" picture of where Title I must begin in revitalizing the education of the disadvantaged, it is not unfair to describe one of the worst examples (in the opinion of the consultant-observer) of how a Title I summer opportunity was crushed under the press of educators' unsympathetic attitudes. This report is from a sizeable Southern city where the stated aims of a "remedial" program were to divert children from "roaming in gangs" in the streets and to help them develop academic skills. Heavy expenditures were made on electric gadgetry designed to diagnose and treat reading deficiencies; teachers were hastily instructed in the workings of the machines, with no apparent discussion of the workings of children's minds. The consultant-observer reported:

> The program was as uncreative and unimaginative as I have ever seen. Pupils enrolled in reading and "enrichment" classes dropped out in large numbers. One classroom which had an attendance report on the board showed that 14 of 26 enrolled were not attending. Pupil participation was docile; little spontaneity or creativity was evidenced or encouraged. ... Several teachers indicated that they felt any kind of help

which might be offered would not significantly change most of these kids. The head of guidance and counseling (for the system) told me that he was reasonably certain that most of the cause of people being in the deprived category was biological, a result of poor genetic endowment. Although he did not specify any particular racial group, we had previously been talking about differences in white and Negro underprivileged children. Another central office administrator referred to the futility of helping those "jigs." Teachers were somewhat less rigid than administrators but they still seemed to perceive their job as diagnosing illnesses and prescribing lessons as remedies. Their "patients" were perceived as passive recipients of doses of educational experiences.

Teachers seemed less concerned about reducing disadvantageousness than they were about keeping records of pupil scores on workbook tests, etc. Properly following the orders of central administration was a matter of top priority. Administrators did feel the program had kept many kids off the street and out of trouble. They felt more public-school experience was good --simply because public school is always good, ipso facto. There had been no noticeable soul-searching for improved ways of breaking the hold of deprivation on these kids. I suspect it wasn't done because many of the leading administrators seem to believe nothing can be done for these people anyway.

The inservice program seemed very thin. I was informed that reading teachers were called in last spring to learn how to operate some of the new machines which had been purchased.

In happy contrast, results were outstanding when teachers and administrators used Title I as an opportunity for fresh thinking about how to use books and equipment to enliven the minds of children, instead of amassing materials as an end in itself. A noteworthy report comes from an isolated village in the Appalachian section of Kentucky where almost one-third of the children were deficient in language arts and mathematics.

Of these academically troubled children, more than 80 percent are from low-income families. The consultant-observer reported:

> I saw test scores which showed a surprising general increase in reading, math, and other abilities. I certainly observed interest in school, and children expressed this when I talked with them. The kids ate well during the program; many took part in the physical education program. Although there are no hard data, the health situation must have improved....
>
> In math, for example, a very creative teacher was basing her whole summer's work on trouble-shooting, finding out what each child individually needed in his mathematics skills. She really used her new equipment (supplied by Title I) to fullest advantage. Large geometric designs made out of wood helped in geometry lessons. She did multiplication problems on an overhead projector, showing graphically what "x times y" means. She invented a basketball game in which two teams fought for scores on the basis of their speed in responding to simple arithmetic problems. Not surprisingly, hardly any pupils failed to show progress between their pre-and-post-summer math scores. An observer would never guess that these were last year's slow children.
>
> Most interesting were the skills shown by children of grades 7-9 in the use of the library. They were using their high-school library for the first time. Library work also was outstanding among children of grades 4-6. I asked the kids all kinds of questions about looking up library data and found them exceptionally well informed. Naturally, there is an enthusiastic librarian at work in this school. She has converted an old classroom into one of the most usable (but not elegant) libraries I've seen in an elementary school. She has received Title I equipment such as a tape recorder, record player, and film strips and was showing film strips when I observed a class in the library. She has made excellent use of the tape recorder by having children record their opinions of their summer's work.

Creative as these teachers were, they are not a group of young reformers. Actually, they look like maternal, even grand-maternal,

old-fashioned teachers. And in some ways they are. Pupils stand and recite; they say, "Yes, ma'am, yes sir." But it was a caring relationship. The teachers obviously had the pupils' welfare at heart, and the pupils obviously liked and respected their teachers. Most important, these teachers have taken the summer opportunity of Title I seriously. They have been creative and flexible and seem to be getting excellent results.

They planned field trips wisely--to the State capital, a commercial airport. The younger ones went to see "Mary Poppins." A summer theater company came to school and presented a drama for the older ones. Teachers feel that summer-school children benefited by not being in competition with brighter ones who pass them by all year. As one teacher said, "This summer, these kids are it!"

The project started by teachers being asked to think about each individual in their classes and to make recommendations as to who should go to summer school. The director of pupil personnel (now Title I director) made home visits, and teachers had conferences with parents concerning children's needs. Teachers were asked to volunteer for the summer program. From among the volunteers, administrators picked those who were thought to be most effective with the children.

One junior-high teacher said it was the best project she's known in all her years of teaching in this community. Best of all, they liked the idea that the summer program was a chance to experiment for changes that may be made in the regular year's program.

These examples are typical of most summer programs in that they took place in ordinary schoolhouse classrooms and were, at best, mild variations on ordinary classroom work. In a few--very few--instances teachers established an entirely new relationship with children when their summer programs were taken out of the schoolhouse. One such

example was found in a small city of northern Wisconsin. The city's high school owns a forest laboratory, about 250 acres of woodland about 15 miles from town, with a lodge to house about 35 students at a time.

The summer Title I project enabled a stay at the forest lodge for 250 students from 5th to 12th grades, for periods ranging from three days for 5th graders to seven days for high school seniors. The program addressed itself to good group living, indoors and outdoors, conservation education, and outdoor recreation. Parochial as well as public school children were involved. Our consultant-observer reported:

> The activities I observed included sharing chores of table-setting and clean-up; archery, boating, casting, and hiking. Heavy emphasis is laid on the nature of the terrain, recognition of fauna, a study of the structure of abandoned farm dwellings built more than 100 years ago, observation of changes that nature creates in the growth of new forests, as well as the effects of fire and logging many years ago. Academically, many new terms were introduced, notebooks were kept, and on the last day questionnaires on attitudes towards the new experiences were filled out.

Where imagination is shown in one project, it seems to spread across its companion projects. The same school system that conducted the outdoor camp also conducted a unique effort in remedial reading. A mobile "classroom," admirably equipped for personalized learning,

was transported from one school site to another. The school system had designed and ordered an air-conditioned trailer of 12 x 58 feet, containing ten tutorial cubicles. It was staffed by ten teachers for one-to-one coaching. Meeting with each pupil an hour a week for eight weeks, these teachers were able to serve about 300 pupils. Besides containing carefully selected remedial reading materials, the mobile unit included six tape recorders and a lending library.

Success stories brought back by consultant-observers were in many cases descriptions of programs that had begun one or more years earlier, financed on an experimental basis by budgets other than Title I. One example was in a large Midwestern city which, in 1965, had opened 30 schools for special summer programs. Thus a sizeable corps of teachers and administrators had been able to discover methods that worked, rejecting others that didn't. They could go into the enlarged Title I phase of summer school with built-in enthusiasm as well as experience.

In this city, 40 percent of the school day was devoted to language arts, with emphasis on reading; 20 percent to arithmetic. These remedial activities were conducted in classes of 25 children grouped homogeneously at four levels according to past achievement. The remaining 40 percent of their time was devoted to learning activities drawn from interesting things

to do. In one third-grade class, the consultant-observer watched children sharing the experience of making butter. After making it, the children spread their product on crackers to enjoy eating it. When a rodeo show came to town, its cowboys were invited to schools to demonstrate their skills and discuss their work. In arithmetic, much reliance was placed on manipulative material related to the "new math." In language arts, emphasis was placed on children telling, in writing as well as orally, of their interesting experiences. Our consultant-observer reported:

> The pupils appeared to be well satisfied with the special summer school program. It was pointed out to the observer that, even though attendance in the program was voluntary, the percentage of attendance was higher than during the regular school year and attrition was low. Pupils who were behavior problems during the regular school year did not present similar problems in the summer program. It must again be emphasized that the pupils were in smaller classes, had excellent teachers who in turn had an abundance of instructional supplies and equipment, had field trips as an integral part of the program, and were generally experiencing success.
>
> Most pupils felt that the school work was fun and seemed to enjoy the field trips most of all. One boy said, "I like summer school because we learn a lot and I would rather go to school than sleep and play all day."

Two comments collected by consultants, one from a teacher, the other from a pupil, are worthy of repetition here as simple statements of the goals of Title I. The teacher had listed her conception of goals of a language

program. At the bottom of her list were such technical achievements as "developing listening skills." But at the very top she wrote: "To help children enjoy a story, to provide sheer fun and wholesome humor, to stimulate a child's imagination, to open children's eyes to the wonders and beauty of the world."

A 12-year-old boy attending school in an old wooden building in Louisiana (which had been air-conditioned especially for the summer project) was asked, along with his class, to write down his estimate of the summer experience. He wrote: "I like summer school because it is helping me. To learn how to read better. Improve my reading. Now I could do better in school. I can read better and faster now than before. Summer school is better than fishing."

INSERVICE TRAINING OF TEACHERS

If a crucial ingredient for changing the quality of education is the attitude of teachers--their understanding of the lives of disadvantaged children and their belief that these children can make a success of school experience--it follows that broad-scale reorientation of teacher behavior should receive a high priority in the use of Title I funds. By and large, summer Title I programs were alarmingly deficient in facing up to this need. Only a handful of serious training programs were encountered

by consultant-observers. In the few instances they were found, training programs mainly grouped into two distinct categories: (1) those that concentrated on subject matter; and (2) those that concentrated on understanding the disadvantaged child.

One inservice program in a city in Florida neatly included both. Five hundred teachers spent their summer in classrooms of a city high school in which instruction was conducted by faculty members of a nearby university. One section of the program was devoted to a nine-semester-hour course in which 200 classroom teachers were learning to become reading specialists, in keeping with a policy decision that language arts and reading were to be the main aims of Title I efforts. In the other section, 300 teachers were taking a six-semester-hour course called Working with Disadvantaged Youth.

It is perhaps a pity that these two categories of instruction were separated. Yet at least one consultant-observer, noting that training programs seemed to be of one category or the other, expressed doubt in his report that a short institute could adequately cover both the problems of disadvantaged youth and the techniques of imparting subject matter.

Among the few attempts at inservice training that were observed, most

fell under the more conventional, perhaps less challenging subject-matter category. Of the other kind, one, which took place in a middle-sized New England city, is worthy of noting here in detail. The consultant-observer reported:

> The board of education originally thought of conducting an inservice training program for its inner-city-school teachers during the school year on an after-school and all-day Saturday basis. When 375 teachers were polled as to their desire to participate in such an institute, the response was overwhelmingly negative. When the same group was asked about an institute conducted during the summer for which they would be given a stipend of $20 a day, 150 teachers requested to be enrolled.
>
> Teachers who attempt innovative programing often stand alone in their schools. This often dissipates their enthusiasm until eventually they give up and return to the more acceptable, conventional curriculum. This danger was recognized in the planning of the institute. Administrators chose no less than five teachers from each school, so that when these people returned to their schools, they would be able to find support in one another.
>
> Out of the 150 volunteers, 100 were chosen by principals and school-district directors. Here, another vital need was recognized. The selected teachers were of two opposite types, those who tended to be innovative, and those who generally rejected innovation. Inventive ideas are doomed to go by the board at the hands of teachers who are not emotionally able to implement them.
>
> The program provided a wide spectrum of new knowledge, but omitted the opportunity for practice-teaching. There were morning lecture-discussion sessions on employment and job counseling, legal service, housing, attitudes of inner-city residents, etc.

> Some of the teachers were not favorably disposed to the large lecture setup in the morning. They disliked having to submit their questions on paper. They felt separated from the speaker and precluded from pursuing an issue if they felt confused or dissatisfied with a speaker's comment.
>
> I received the impression from many of the teachers, however, that they had been starving for an institute like this for years.

A city in the Midsouth conducted a program for 600 teachers that was unique in the degree to which it involved teachers in planning their own change of behavior. After two weeks of lecture-discussion led by nationally known authorities on the disadvantaged, teachers divided into 11 workshops, in each of which plans of action were devised in different curriculum fields.

One of the aims underlying these workshops was that of changing the teachers' estimate of their own importance. "A major problem identified by school administrators," our consultant-observer reported, "was the low concept which teachers in deprived neighborhoods have of themselves." It was widely felt that those assigned to affluent communities were the "good" teachers. Those assigned to "ragtown" tended to feel apologetic when admitting that they taught poor children. Such a teacher was likely to feel: "I teach children of low-status families. Therefore, I am of low status, of low ability, of low value to my profession and community." By providing special inservice training for these teachers, emphasis

was placed on the special professional challenge with which they were charged.

"I have rarely seen," the consultant-observer commented, "a group of 600 people so uniformly enthusiastic. Without exception, these teachers were saying that their summer experience was infinitely superior to any college course they had had. They emphasized the practicality and utility of the workshop."

Even where admirable teacher-training programs were observed, in no case did they deal with the important matter of how to make effective use of nonprofessional aides. In numerous projects visited, aides were employed. In almost all such cases, however, these aides were assigned the most routine of duties--as lunchroom monitors, for instance, or handlers of equipment, or keepers of simple records. Hardly ever were they used as story-readers or experience-sharers, which would have allowed teachers to divide classes into small groups for close personal contact with an interested adult.

EQUIPMENT AND MATERIALS

The absence of a widely recognized approach to improving the education of the disadvantaged is most tangibly evidenced in the employment of

equipment and materials. In a few places, consultant-observers found teaching devices being used imaginatively as tools for opening the mind and brightening the lives of youngsters. In a greater number of places, equipment was found to serve the purpose of a morale-raiser for teachers who had spent long years of getting along without. In these cases, whether or not the newly purchased devices directly benefited children, they at least provided the indirect benefit of opening the minds and brightening the lives of teachers. In a still greater number of places, consultant-observers were skeptical of the amount of thought that lay behind large expenditures for electronic gadgets and new publications, as though such "symbols of learning" were expected to guarantee the success of unrevised teaching methods. This skepticism led one consultant-observer to wonder whether the piling on of new equipment "is a screen for teachers to hide behind as a substitute for establishing a rapport with the child."

While consultants certainly indicated no prejudice against purchase of equipment per se, one comment, typical of many, was: "Teachers who were most excited about what they were doing were those developing their own materials. I saw teachers who were running themselves ragged because they were so excited about developing new learning games and teaching aids."

An example of teachers using home-invented materials, coupled with inservice training of other teachers, was reported from a large West Coast city. Four carefully selected teachers taught small classes of children while 73 teacher-observers in a summer study program took turns watching. Said the consultant:

> I saw one teacher demonstrate teaching a class of ten children about measurement in yards, feet, and inches, using rulers and yardsticks. Each child constructed a paper tape measure in class and then used it on various items in the room. One teacher demonstrated a lesson on time, taking up with part of the class of 13 some special problems with dates. The other part of the class worked on problems of telling time, using sheets of clock faces and drawing hands to indicate a time suggested by one of the class. An aide supervised the work of the second group.
>
> In an arithmetic class of 17 first-graders, each child had a shoebox of identical objects (beans, clothespins, rocks) from which he counted out 20. The teacher worked with the entire class at once. He needed an aide to help with individuals, a few of whom got "lost," though the bulk of the class succeeded enthusiastically.
>
> After the hour's demonstration, children were thanked and dismissed. The teachers remained for lively questions and discussion of the engrossing demonstrations they had seen.

From the same large city came a report of intelligent use of more sophisticated equipment--but still with an emphasis on devices as aids to <u>learning by doing</u>:

In one community, a typewriter was being used by four children in a class of second and third-graders. They typed short sentences, copying from models of large script. Another child was sitting with an autoharp, softly and gracefully stroking the strings, completely absorbed. A teacher sat with five children around a tape-recorder. She showed color samples and asked each child, "What color is this?" After all the children replied to a series of displays, the teacher played the tape. Thus, as the children enjoyed making progress in the learning of colors --a simple knowledge in which these seriously disadvantaged children were deficient--their learning was reinforced by the experience of hearing their own voices. The tape-recorder also helped couple their learning of colors with improvement of speech. Two children were at one side of the room running film strips about colors. Two others talked to each other over two telephones separated by about eight feet. One dialed. A bell sounded softly at the other phone. The other picked up her receiver. "Hello." "Hello." "Who is it?" "I'm Juanita. Who are you?" "I'm Rosa. Do you hear me?" Giggles. "Good-bye!" "Good-bye!" Dial. Bell. "Hello." The telephoning continued, with much simple language used spontaneously and with pleasure.

One of the sixth-grade classes is making tape recordings of simple stories to be played for first graders. This stimulates clear and precise articulation by the older children, and increases the interest of the younger ones, who listen for voices they know and try to emulate them accurately. (Surely, the experience is at least of equal value for the speech development of the sixth graders.)

From a city in Georgia, a consultant-observer reported that the use of language laboratories was "the best I have seen anywhere," with "highly skilled people working with youngsters on a small group basis." But in another sizeable Southern city, almost a half-million dollars was spent in what the consultant-observer called a "flagrant front to get a big grab

on some machines and materials" that were wanted for the entire school system. The consultant reported:

> As they talked to me about their purchases, it was as though these machines were going to teach the children to read. I think they really do think this. The officials seem to be saying, "We have got to have the symbols, you know, of a good program." Then when they implemented their summer reading program, they couldn't get enough Negro teachers (many of whom objected to a machine-centered program). And, of course, you don't ask a white elementary school teacher to work in a Negro elementary school. So the officials said, "We will open it up to high school teachers." They got biology teachers and math teachers for this program for first through sixth grades. When I asked some of them what their background was for helping young children learn to read, they answered that they had a 30-hour inservice program which taught them how to use the machines. I walked into classrooms where teachers were putting on a record and trying to find the chart that went with it and couldn't find it.... Meanwhile, the kids were wondering what to do because they had an entirely different skill sheet than the one that went with the record that was supposed to go with the chart that the teacher couldn't find. I saw this happening. I am not exaggerating a bit.

It should be noted that the elementary teachers who will return to these Title I schools in the fall will have had no preparation for using these machines.

This system had allocated $12,000 of their funds for health purposes. Only about $6,000 of that sum had been spent. The Title I director told me that they could not find children who needed health services. The director requested the State Title I office to reallocate the remaining $6,000 so he could buy 16mm. films and strips to enrich a film library used by the entire school system.

The nurse, on the other hand, reported a large number of children who needed to have tonsils and adenoids removed, who needed hernia operations and other serious medical services. She had not been allowed to spend money for these services because the director had

decided that such circumstances did not affect the child's ability to learn and that there were not enough funds to care for all the children who needed such services. Therefore, he had chosen to reallocate the money for films.

One use of funds for equipment was unexpected by consultant-observers but met with their unanimous praise. This was the purchase in a few instances of room air-conditioners. These machines had such a salutary effect on learning, consultants regretted that air-conditioners were not purchased more widely. "It is my considered opinion," said one consultant, "that instead of having spent a thousand dollars on textbooks that were not being used effectively, it would have been much better to have placed a couple of air-conditioners in those rooms and cooled those children off--and the teacher too." Another consultant reported a school "using lots of fans, and the noise level was so high that the children, expected to read and spell and comprehend, could not hear anything. And lots of those children hadn't been tested on hearing. In one school with windows wide open and fans going, I counted six heavy trailer trucks that went by in a one-minute period. You can't hear in a room like that." Still another consultant added an additional wrinkle: "When you put in air-conditioners in this terrible heat, you're subtly telling parents for the first time, 'We really care about your kids. You're saying this in the most communicative kind of way--not through a

letter you send home, but through what you actually do for their children. A simple, subtle act like this can have real impact on the self-esteem of the child, the teacher, and the whole community."

Another unexpected--but noteworthy--observation was in a large Texas city where an empty lot near a school was purchased and converted into a playground. Officials reasoned that if educational disadvantage arises from a child's total environment, what can be more important than guaranteeing that children in a crowded slum area have a place to play? In many places, such an expenditure surely is at least as important as the purchase of books and overhead projectors.

HEALTH AND WELFARE

The time was not long ago when a school's concern for a child's health was regarded as extending no further than examining his eyes (the better to read with), testing his ears (the better to hear teacher with), or sending him home if a school nurse discovered a fever. It is hardly a year since the idea has begun to take hold that education of the extremely disadvantaged must begin with concern for his food and the health of his body. Is this really a proper concern of schools? Is it a justifiable use of Title I money?

A single report by one of our consultant-observers would seem to put an end to any doubt. He visited a summer project in a coal-mining town of Appalachian Kentucky where a health and welfare program was added to the summer's academic effort. Title I funds were used for full-time employment of a physician and registered nurse and a part-time contract with a dentist. Out of some 400 children in the academic program, 195 required some kind of service by these professionals. But that was not the most shocking finding. Of these children served, 97 were referred to the medical director for full physical examinations. Out of these, 95 had to be treated for intestinal worms. (Before the summer was over, school administrators arranged for the treatments to be repeated during the regular school year.)

The physical examinations revealed a bizarre assortment of other education-inhibiting conditions. One child was found to have a broken leg. Another was referred to a clinic for the crippled when it was found he had a deformed knee. Other ailments found were a heart murmur, an arm deformity, a throat infection, and an adenoid condition. Six had ear infections, and more than two dozen were treated for hearing defects.

No one knows how widespread such medical neglect of impoverished

school children may be. Our consultant-observers found few examples of an effort to find out. Seldom did medical investigation go beyond the cursory examination of eyes, ears, and throat that can be performed by a school nurse--and often not even that. One harassed nurse in the Northeast complained to a consultant-observer, "When we get a doctor to come, he doesn't even have time to let the children undress. They don't test urine, they don't test blood. How can we know what these kids may have?"

From an impoverished corner of Missouri, where an estimated 50 percent of the people were on relief, another consultant-observer reported:

> Every Title I dollar was really being spent for things like glasses, or for potatoes to feed the kids. A lot of people were working for nothing in the programs so that the dollars could be saved for the kids. A nurse told me that one out of three referrals in the summer program was having difficulty learning because of some physical condition. Either they couldn't see the books they were supposed to be reading, or they couldn't properly hear the teacher. Some of the kids had gotten as far as the fifth grade without ever seeing right. I'd walk into a class and see kids asleep ten minutes after they got to school. They were tired simply from being hungry. There's something wrong when a 12-year-old kid has to fall asleep in the middle of the morning. I've had a lot of contact with city poverty, but this opened my eyes to something new!

A similar report came from a consultant-observer who inspected a Title I program in a small town in South Carolina where 94 percent

of the school enrollment fell under the line of Title I eligibility, a family income level of $2,000:

> This program ended up almost entirely on the visceral level of feeding, clothing, equipping two schools with cafeterias where there were none before, and contracting with physicians, dentists, and nurses. It would have been a welfare program pure and simple, except that they still found their way clear to establish school libraries and bring them up to the State minimum requirement. There's one thing about a small Southern town like this. These people know--they're excruciatingly aware of--their big needs. They don't have to have a survey. They'll say, "The people over in that section are starving to death. The ones in this section won't come to school in the winter if they don't have clothes." So they threw all their money where they knew they needed it the most. Some people may say that this wasn't an educational program, but I don't have a word to say in criticism of what they did. You'd think it was all very depressing, yet all through the people there I found an excitement. They seemed to be bouncing with joy in their chairs, saying, "Somebody is really helping us get out of our bloody mess."

PRESCHOOL PROGRAMS

In a relatively few instances, consultant-observers found preschool programs operating as components of Title I summer projects. Even though most preschool activity is funded by Project Head Start through the Office of Economic Opportunity, school systems are not barred from conducting preschools with Title I funds.

In a few of the visited communities, Title I funds were used for pre-

schools not so much to supplement Project Head Start as to compete with it. In these few instances, local school administrators apparently felt that by operating their own preschool programs, they could better manage a resistance to racial desegregation. A most blatant example of this kind of flouting of the intent of the law was found in a large Southern city. Our consultant-observer reported that teachers were sent out to canvass parents with a message that said, in effect, "You send your children to our preschool program. Don't send them to Head Start because it won't do them any good. Only our people know the basic program your child needs to equip him for school." The consultant added, "And when I saw what their basic program was, it was hardly anything but a lovely little readiness book--what some of us call an idiot book--where the children were supposed to mark their little lines properly, and that allegedly made them ready for school. I frankly would suggest to the Council that it is hard to justify the expenditure of Federal funds in direct competition with other Federal funds."

In this case as reported, the Council emphatically agrees. Supplementing one type of Federal fund by another, as a way of providing preschool opportunities on as wide a scale as possible is one thing, and is commendable. But using different types of Federal funds to compete with

each other, as a way of deliberately slowing school desegregation, is quite another matter. Practices of this kind deserve the closest attention.

A related matter that requires attention is the apparent double standard for using Federal funds in preschools. Project Head Start's standards are explicit as to pupil-teacher ratio, health and welfare services, and parent involvement. These standards usually require an expenditure of $1,000 per pupil per year. Title I, on the other hand, is not explicit on standards; preschool expenditures are frequently meager, resulting in a "bargain basement" preschool which, like many bargains, may be tawdry and wasteful.

INVOLVEMENT OF PARENTS AND COMMUNITY

Those educators who have the greatest apparent success in dealing with the special problems of the disadvantaged consistently set a high priority on involvement of parents.

This is, in a way, a recognition and endorsement of the longstanding idea that an atmosphere for education must be rooted in the home; the schools cannot do the job alone. At times during the past few years--during the still-young period of special concern for the disadvantaged

--this old idea was questioned. Some have argued that schools must attempt to do the job alone. If children are victims of inherited poverty, so the argument went, how can we rely on parents, from whom children inherited their disadvantage, to furnish a motivation for education? But as experience grew more sophisticated, authorities have come to agree that if the atmosphere of education is to be changed for children, the attitudes towards education must be changed in parents.

The way to change it, experience suggests, is by devising ways to involve parents in the educational process. One way is through meetings of parents at which they are informed of what a child experiences in school and ways in which a parent may support this process at home--through creating a good setting for doing homework, through reading stories to young children, having children read to parents, and the like. An even more direct way is through involvement of parents as school aides, either paid or volunteer. Besides providing such direct assistance to teachers, aides can serve as important links to the community by serving as home visitors for schools.

A home-visiting aide, as employed in an exceptional project here and there, is a source of information for parents, a follow-up agent for insuring that a child gets needed eyeglasses through a city welfare

department, and one who can enhance the effectiveness of a voluntary summer program by finding and enrolling the "hardest-to-reach" children. In one Midwestern city, such aides were recruited by a Community Action Program and paid by the schools with Title I funds.

What better time for involving parents than in summer, when older children are at home to baby-sit and pressures of life are somewhat reduced? Involvement of parents remains an aim of high priority in trying to improve programs for the disadvantaged. It must be reported, however, that it remains an area of low accomplishment. In very few cases did consultant-observers report even minimum programs of parent involvement.

In one of the rare exceptions, a consultant-observer reported from a large Midwestern city:

> I saw parents participating in programs that I thought had a great deal of substance. They helped teachers plan field trips and accompanied children on them. They engaged in role playing, under the leadership of friendly teachers, which helped them better understand school attitudes of children and teachers, as well as their own. Some were participating in the inservice training of teachers. They were extremely interested. To fully appreciate the significance of this, you have to know something about the enormous housing project in which these parents live. It covers about a 12-block area with 28 buildings, 16 stories high. About 28,000 people live in that small area, including 18,000 school children and a school almost in every block--that's how crowded it is.

> Parents refer to "living in there." When they talk of the general community, they refer to "out there." In a community like this, when a school for the first time lets parents take part, it is an extremely exciting thing.

Paralleling the almost universal failure to involve parents adequately, there was found to be an almost universal lack of involving community organizations and agencies. Perhaps this is understandable in that, until recently, hardly anyone ever suggested that a school administrator was expected to form close working alliances with groups outside the school. His life was complicated enough as it was, and "meddling with outsiders" might only complicate it further. The need for change in this common attitude has become increasingly obvious with the increasing discovery that a disadvantaged child lives so unexposed to ordinary community experiences outside of school that he may never have visited a museum, a beach, an airport, an amusement park, a factory. In addition, it has been increasingly learned that the depth and complexity of the child's problems--too deep and complex for the school to cope with alone--often lie hidden and out of reach of such community services as health, recreation, community fund, Boy Scouts.

When these "outside" community agencies show interest in the school life of the disadvantaged child, some school administrators, out of old habit, react defensively, even negatively. But as one of our con-

sultant-observers commented, "This defensiveness could be avoided if schools took a little trouble in informing community agencies of what they were doing, especially with Title I funds. If they would just disseminate school-board minutes and copies of plans, it would help community agencies know what schools are doing. This could lead to better, more coordinated plans on all sides. Ultimately, it might lead to school administrators and agency leaders seeing how children might benefit if they did some of their planning together."

NONPUBLIC SCHOOL PARTICIPATION

Signs of concern have been accumulating from various directions over participation by children of nonpublic schools in Title I programs. This is hardly surprising during the first year of Federal aid to elementary and secondary education, when one considers how long such Federal aid failed of enactment because of concerns over church-state relationships.

The summer projects do not appear to provide a sound basis for making judgments about the year-round effectiveness of participation by nonpublic schools. On the whole, summer programs took place in public school facilities, and participation by children of nonpublic schools appeared adequate. The real test is the degree of participation during

the regular school year.

Almost everywhere, our consultant-observers reported that notices of summer public school programs were circulated among nonpublic school administrators and teachers, and often among parents of nonpublic school children. In many places, these notices were followed up with more aggressive attempts to recruit eligible nonpublic school children. In a few cases, consultants reported poor cooperation between public and nonpublic school administrators; in a far greater number of cases they reported a high degree of cooperation. In no case did an observer report any sign of tension between pupils of public and nonpublic schools who were working and playing together in Title I projects. The "shoulder-rubbing" aspect of bringing these children together into single programs in a public school facility appeared devoid of problems. In two instances of the hundreds of sites visited, some opposition to enrolling parochial school children in public school summer projects was evidenced by some parents of parochial school children. Some consultants noted a tendency of some nonpublic schools to be selective in enrollment according to academic ability, thus reducing their number of educationally disadvantaged who might be eligible for Title I.

REACHING THE NEEDIEST

Reports from consultant-observers indicate a widespread failure to attract the neediest of disadvantaged children to Title I summer programs. One important reason was that these projects had to be based on voluntary participation. Those who are most alienated from school are least likely to be attracted by an invitation to have any more of school than is necessary. In addition, there is evidence that, for the most part, school administrators did not make extraordinary effort to seek out the "hardest to reach."

A typical report from a consultant-observer stated:

> In many cases, efforts to contact and inform parents have been minimal, amounting to little more than a notice sent home with the child. For the seriously disaffected child (and his family) a mailed notice followed by a home visit would appear to be the minimum necessary. This requires more time by way of costly social services. While attempts to reach these more seriously disaffected children in the compulsory full-year programs should certainly be made, it appears highly desirable to find ways of involving them in the voluntary summer programs as well. Thus they would benefit not only from the remedial and compensatory aspects of the program, but also from the psychological impact of voluntary participation. Since school systems generally seem reluctant to recruit--often even to admit--children who are "trouble makers," it may be desirable to find ways to offer extra incentives to school systems which tackle the problem of "the most difficult child."

The point is well made and deserves continuing close inspection by the officials charged with administering Title I.

Reports from the field also point to another basic shortcoming in trying to reach the "hardest to reach." This concerns not the failure to reach the neediest children within a community, but a possible failure in adequately reaching whole communities. As one consultant-observer aptly put it, "It is a problem of 'them what has, gits'." Big-city school systems with large administrative staffs are well equipped to submit proposals for Title I funds and can be counted upon to apply for every penny to which they might be entitled--and perhaps then some. Smaller systems, whose administrators have some experience in compensatory-education activity, at least have a head start in preparing impressive proposals to insure getting their due in Federal funds. But this leaves a large segment of smaller systems with over-burdened administrators who hardly have the time or the knowledge of where to start in devising effective programs, budgeting them, planning the staffing and the ordering of materials, and writing the proposals in effective form. The result is that hundreds of thousands of children--and very likely some of the neediest--may remain unreached by Title I in its full potential impact.

The first steps in correcting this failure would seem to lie in strengthening the activity of Title I officials at the State level. The Council feels that State Title I coordinators would be well advised to seek out

those school systems in the greatest need in the same manner that school systems should make special effort to seek out the neediest children. Also needed is an increased dissemination to local school systems of detailed case reports of what appear to be the most successful efforts by other school systems. This effort may have to be backed up by the employment of roving consultants to help local officials plan the necessary proposals.

On the techniques of dissemination of successful experience, which the Council considers a matter of high urgency, there is much to be investigated, tried, and learned. How can thousands of local experiments merge into a widely accepted strategy if communities continue to know so little about ways in which their neighboring school districts have experienced failure or success?

A simple, but perhaps too simple, approach to overcoming this problem would be the dispatch of talented reporters to observe the most commendable projects, write them up, and mail out a profusion of their reports. But in the field of education, which is sometimes preoccupied with a respect for the written word, there sometimes is a tendency to overestimate the communicative power of published reports. It may safely be said that a printed report may sometimes have the same effect upon

educators that a constantly lecturing teacher has upon pupils. Everything said may be perfectly right, but that doesn't mean that the message gets across. Just as learning in the classroom must largely be based on personal rapport between teacher and pupil, perhaps dissemination of educational experience must increasingly be based on personal contact between those who are successfully performing and those who want to perform more successfully.

The Council believes that a great deal might be learned by experimenting with enabling teachers and administrators to move about among successful Title I projects, so they can observe successes at firsthand--learn about them practically as well as theoretically. The cost of such an effort might be infinitesimal compared with continued expenditure on Title I projects that are not backed up by knowhow, enthusiasm, and conviction. A by-product of such travel --but perhaps of equal importance with the main goal--might be that teachers and administrators would gain the all-important feeling of high mission in bringing special help to the disadvantaged child. Any effort that endows teachers and administrators with this feeling of importance and purpose would be a success for that reason alone.

As an overall conclusion from the reports of the first summer's effort

under Title I, the Council cannot help but admit difficulty in judging how to measure the summer's experience by such simplistic terms as "success" or "failure," or even in saying glibly that there has been a combination of both. As one Council member commented after hearing the oral reports of consultant-observers, "When you have starved education for 20 years or more and then start giving it a little food, it is pretty hard for the educational system to digest it all so quickly. It's the same as if you starved a man for 20 days and then sat him down before a meal."

One of the consultant-observers could hardly have spoken more aptly for the Council when he added:

> "Maybe what we want to say is that we know it's a million miles to Shangri-La, and we are frustrated because we have gone only ten."

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NATIONAL ADVISORY COUNCIL
SUMMER PROJECT

DATA COLLECTION

Using a scientific sampling technique, the Council selected 86 school districts across the Nation for visits by consultant-observers. The sample included most of the cities with a population in excess of 500,000.

The school systems selected were generally those receiving large amounts of Title I funds. With but a single exception, no more than one city was selected from any county. The largest city in the county was not always the one selected. In most cases, the county seat was selected if available information did not suggest another city. Where possible, recommendations of State educational agencies were taken into account in selecting school districts to be visited.

For analytical purposes, the areas to be visited were broken down into five classifications:

A-a nucleus city or cities in a Standard Metropolitan Statistical Area (SMSA);

B-a city in an SMSA that has at least 50,000 population, or has less than 50,000 but is judged to be an older secondary city--characterized by such traits as a high incidence of low-income families, antiquated and high density housing, low mobility of inhabitants, etc.;

C-a city in an SMSA with less than 50,000 population, not judged to be an older secondary city;

D-a city not in an SMSA, but with at least 2,500 population;

E-a city not in an SMSA, with less than 2,500 population.

Observers spent from one to six days alone, or as team members, in the school systems visited. When consultants observed in teams, care was taken to assign persons representing differing backgrounds (teachers, principals, researchers, etc.) in the same team. Each consultant on a team filed an individual report.

Consultants used standard forms designed by the National Advisory Council to insure some uniformity in the reporting of observations. Reports included an analysis of how project objectives were formulated and interviews with students, teachers, and administration. The stimulus for learning and quality of pupil-teacher relationships were among other items emphasized. Consultant-observers were encouraged to add any reactions or opinions that would make the reports more useful to the Council.

Appendix B

NATIONAL ADVISORY COUNCIL
SUMMER PROJECT

CONSULTANT-OBSERVERS

Coordinator of Summer Field Project--Joseph Rosen, National Advisory Council on the Education of Disadvantaged Children

1. Max Carruth, Professor of Sociology
   University of Utah

2. Donald Davis, Professor of Education
   University of Wisconsin

3. Mary Gallwey, Chairman of Child Development Department
   Portland State College

4. William Gorman, Professor of Guidance
   DePaul University

5. Florence Harris, Director
   University of Washington Laboratory Preschool

6. Eugene Howard, Professor of Child Development
   University of Arkansas

7. Gilda Kaplan, Teacher, More Effective Schools Program
   New York City

8. William Katz, Director, Division of Education
   West Virginia University

9. Richard Kerckhoff, Washington School of Psychiatry, Institute for Child Study at University of Maryland

10. Charles LaForce, Principal, Chicago Public Schools

11. Winifred Lair, Professor of Psychology, Lesley College

12. Jerome Leavitt, Professor of Education
    University of Arizona

13. Milton Marten, School of Education
Indiana University

14. John H. Meier, Professor of Psychology
Colorado State College

15. Emma Plank, Professor of Education
Western Reserve University

16. Otha Porter, Gary, Indiana Public Schools

17. Alejandro C. Ramirez de Arellano, Clinical Psychologist
Guidance Institute of Catholic Charities
New York

18. John E. Reisert, Professor, Director of Laboratory School
Indiana University

19. Phillip Shew, Professor of Education
San Francisco State College

20. Charles Smith, Chairman, Educational Systems Division
Atterbury Job Corps Center

21. Edward Timmons, Clinical Psychologist
Louisiana State University

22. John J. Tzeng, Director of Curriculum Laboratory
Tuskegee Institute

23. Maria R. Valdes, Clinical Psychologist
New York

24. Rosemary Vilim, Teacher
Chicago Public Schools

25. Laurence Walker, Associate Dean, College of Education
University of Wyoming

26. Herbert Zimiles, Chairman, Research Division
Bank Street College of Education

Council members Frank E. Karelsen, Joseph Rosen, and Staff Director Thomas W. Carr, also visited Title I projects during the summer.

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